

I. GENERAL INFORMATION

Description: This chapter of the Master Plan focuses on expanding the meaning, constituency, and overall benefit of historic preservation.

Assessment: The City has implemented a few of the recommended actions of this chapter. New vision statements, notably equity and resiliency, are calling for additional goals and the participation of new actors to implement them.

Requests: The City Planning Commission solicited proposals for Master Plan text amendments from the general public, as well as various City and other governmental agencies and departments. The below table is a summary of each request received by the City Planning Commission, the applicant, and the subject of the request.

<i>Request</i>	<i>Applicant</i>	<i>Chapter</i>	<i>Subject</i>
Text 06-01	The Music and Cultural Coalition of New Orleans	V. 2 Ch. 6	Protect historic cultural site and music venues
Text 06-02	Louisiana Landmarks Society	V. 3 Ch. 6	Adding listing of preservation organization
Text 06-03	Louisiana Landmarks Society	V. 2 Ch. 6	Preservation initiatives, resilience
Text 06-04	Housing NOLA et al	V. 2 Ch. 6	Add affordable housing to preservation considerations
Text 06-05	Council Member Ramsey	V. 2 Ch. 6	Add information about protection of cultural resources
Text 06-06	Mayor's Office	V.2 Ch. 6	Revise conditions, goals and strategies in the Historic Preservation Chapter
Text 06-07	City Planning Commission	V.2. Ch. 6	Numerous revisions throughout the Historic Preservation Chapter
Text 06-08	Holy Cross Neighborhood Association	V.2 Ch. 6	Protection of historic structures not under City jurisdiction, such as State bridges and Federal locks
Text 06-09	Greater New Orleans Water Collaborative	V.2 Ch.6	Sustainable preservation plan and pilot project

II. ANALYSIS

A. What general and specific text changes were included in the requests made for the petitioned chapter(s)?

The requests were mostly prompted by the administration and community's desire for a more resilient approach to historic preservation. The proposed historic preservation goals have evolved from post-Katrina recovery priorities to integration with cultural resources management, equity, water management, flood risk reduction, and affordable housing.

- Text amendment 06-01 is a request to include the protection of cultural sites, activities and traditions to the historic preservation efforts through the inclusion of a new goal and strategies.
- Text amendment 06-02 is a request to include the Louisiana Landmarks Society as a stakeholder and resource for historic preservation in New Orleans.
- Text amendment 06-03 is a request contains multiple changes. It proposes to:
 - Create a comprehensive preservation plan, with the assistance of a Preservation Plan Committee, that will be included in land use and redevelopment policies of Chapter 14 of the Master Plan;
 - Delete language that includes “preservation skeptics” as stakeholders in the effort to create a preservation plan;
 - Add strategies to promote the reuse of salvaged materials, minimize conflicts between stormwater management requirements and preservation, and promote preservation as an economic driver;
 - Add improved and expanded interpretive signage at landmarks, historic structures, monuments, and other historic points of interest; and
 - Protect publically-owned historic resources through proper maintenance.
- Text amendment 06-04 is a request to include affordable housing organizations as partners in historic preservation efforts and consider impacts of historic preservation policies on affordable housing opportunities.
- Text amendment 06-05 is a request to include the preservation of cultural resources such as historic musical and artistic traditions to the general historic preservation efforts.
- Text amendment 06-06 contains multiple changes. It proposes to:
 - Develop a resilient renovation pilot project
 - Change language from historic preservation potentially being an asset to the City's global identity and economic competitiveness to historic preservation indeed being an asset.
 - Include language describing the principles of Resilience and Equity.
 - Add language about the need for an approach to historic preservation that incorporates not only buildings but also art, music, dance and oral traditions.
 - Transition from post-Katrina recovery to focus on resilience.
 - Update various strategies to reflect the fact that they have now been developed but need to be enhanced.
 - Emphasize the role that contemporary design can play in historic districts.
 - Remove references to the Magnolia Streets program.
 - Develop a “Resilience strategies for historic commercial corridors” pattern book that illustrates solutions that maintain historic and pedestrian friendly

character while meeting the requirements of Americans with Disabilities Act (ADA) as well as the elevated Base Flood Elevation.

- Develop new and more visible public notice methods to increase awareness of permitting requirements within historic districts.
- Text amendment 06-07 is a request to change all references to NCDC. NCDC shall be replaced with NCDAC.
- Text amendment 06-08 is a request to provide recognition and means of protection for structures, particularly historic structures that contribute to the “tout ensemble” of the City though are not under the City’s jurisdiction such as states bridges and federal locks, waterways, docks, and other structures that contribute to the City and its general appearance.
- Text amendment 06-09 is a request to add language stating that historic preservation should encompass on-site water management and flood risk reduction. It proposes that the city’s historic preservation agencies and non-profits join with the Greater New Orleans Water Collaborative, the State Historic Preservation Office, National trust for Historic Preservation, FEMA, and the National Center for Preservation Training and Technology to establish guidelines for appropriate resilience retrofits in historic settings.

B. How did the staff respond to each request for text change for the petitioned chapter(s)?

Overview

The staff has found that the proposed amendments added valuable components to the Master Plan. Because different amendments were proposed to the same sections of the Historic Preservation chapter, the staff recommends merging some proposals or recommends that some amendments be included in the Chapter in different locations than proposed.

Individual

Proposed Text amendment 06-01 proposes adding strategies to expand preservation to include cultural activities and traditions. The applicant proposed a new goal and several accompanying recommended actions. The City Planning staff believes that the proposed goal would be more appropriate as a recommended strategy under Goal 1 with the accompanying recommended actions. Additionally, some modifications are suggested to the proposed text to make it more generalized.

Proposed Text amendments 06-02 and 06-04 suggest adding valuable components to the Master Plan, such as new stakeholders and partners and strategies to promote affordable housing within preservation efforts. Staff recommends to approval all proposed changes.

Proposed Text amendment 06-03 has several components that require further analysis to determine if they are appropriate.

- The first component of the proposed amendment includes revising the text of Goal 1, Strategy 1.A. The revision includes modifications to the text of

“Policies for Decision Makers”/“Recommended Strategies.” The proposed text is similar in that it calls for a comprehensive citywide preservation plan; however, it includes additional language regarding the comprehensive preservation plan being incorporated in the Land Use Plan of Chapter 14. Chapter 14 is the land use provision of the Master Plan and therefore includes language that responds to historic preservation goals generally in that there is an emphasis on preserving the character of existing neighborhoods. Because any resulting preservation plan would focus specifically on preservation, and would by its nature, address many other topics besides land use, staff feels that incorporating the preservation plan into Chapter 14 would be inappropriate. If the preservation plan yields specific land use recommendations, they can be considered for inclusion in Chapter 14 at a later date. Therefore, City Planning Staff recommends that the text of “Policies for Decision Makers”/“Recommended Strategies,” be retained. Further, it is proposed that the phrase “...including preservation skeptics as well as enthusiasts,” be eliminated from the Narrative portion of Strategy 1.A. This text references the stakeholders that will be included in “a broadly diverse Advisory Committee” that will be formed to create the preservation plan. Because the term “broadly diverse Advisory Committee” is already stated, the City Planning Commission staff feels that it already implies that a variety of viewpoints be included in this committee, including preservation skeptics, and therefore recommends approval of the proposed text change. Lastly, it is recommended that the text of the first Recommended Action for Strategy 1.A be modified to include a hard deadline of June 1st, 2017 for commencing of the Preservation Plan Committee and to include leaders from, “preservation organizations, neighborhood associations, historic districts and city planning.” This revision would eliminate several constituent groups including developers, businesses and housing agencies. It would also eliminate the phrase, “reflecting racial diversity.” The City Planning staff does not think that it is appropriate to include specific dates in the Master Plan, especially not one that predates the expected adoption of this revision. Additionally, the City Planning staff believes that it is important to include many diverse constituent groups in the planning process. Therefore, staff recommends leaving the original text in place and including leaders from neighborhood associations as another constituent group.

- The second component of the proposed amendment includes adding strategies to Goal 3. The first proposed strategy includes retaining and repurposing historic fabric such as lumber, millwork and granite as part of the preservation plan. The proposal suggests that the salvage of such materials should be considered by city agencies approving demolition requests. The second Recommended Action under Goal 3, Strategy 3.A includes the support and promotion of deconstruction as an alternative to demolition. The City Planning staff believes that this portion of the proposal is valuable; however, it is already included in the Master Plan under Goal 3, Strategy 3.A, Recommended Action 2. The second proposed strategy includes minimizing perceived conflicts between stormwater management/flood mitigation and historic preservation. This proposal suggests that an advisory committee be formed to advise as to appropriate use of green infrastructure for flood mitigation in historic settings. The City Planning staff believes that this portion of the proposal is valuable and recommends approval of the proposed strategy. However, the staff

recommends including this new language to existing strategy 3.A, Recommended Action 1, as a similar proposal was submitted by the Greater New Orleans Water Collaborative, amending this Recommended Action. The third proposed strategy includes recognizing the importance of retrofitting, restoring and protecting historic sites and districts as economic drivers. The City Planning staff believes that this portion of the proposal is valuable and complimentary to other goals and strategies of the Master Plan, but as a general statement with no specific action items, belongs to the introductory portion of the Chapter. Therefore staff recommends moving the proposed statement to the paragraph titled “Resilience”, at the beginning of the Chapter.

- The third component of the proposed amendment includes adding strategies to Goal 5. The first proposed strategy includes improving and expanding interpretive signage at landmarks, historic structures, monuments, parks and other points of interest. The City Planning staff believes that this portion of the proposal is valuable and recommends approval of the proposed strategy. The second proposed strategy suggests that publically owned properties should be properly maintained to ensure protection of historic resources. Although the City Planning staff believes that this is a valuable strategy, it seems that it would be more appropriate as a Recommended Action under Goal 1, Strategy 1.A.; therefore, staff is recommending that the proposed strategy be included in Goal 1, Strategy 1.A.

Proposed Text amendment 06-05 proposes to add a valuable component to the Historic Preservation Chapter of the Master Plan to preserve cultural resources such as historic musical and artistic traditions. More particularly it suggests adding a section in the “Fact Sheet” to define “Cultural Resource Management” and describe the historic musical and artistic traditions of New Orleans. The City Planning staff recommends using the proposed language to define “Cultural Resources” instead of “Cultural Resource Management”. The management of these cultural resources will be addressed through the applicable goals, strategies and action items listed further in the Chapter. This Text amendment also proposes to retitle the Chapter as “Cultural Resource Management and Historic Preservation”. The staff believes that the proposed change is appropriate.

Proposed amendments 06-06 include multiple changes proposed by the Mayor’s Office. Most of these amendments reflect a policy transition from post Katrina-recovery to a historic preservation approach that focus on equity and resilience. Language adding the Vieux Carré Commission’s role in Historic Preservation was also added, as well as various minor changes and updates. Minor changes and updates that were proposed by the Mayor’s Office that do not reflect a change in policy have been included to the original text in Section 5 below titled “Text Amendment Recommendation”. Therefore these changes do not appear in bold, underlined, or strikethrough text. Only a few components require further analysis to determine if they are appropriate.

- The Mayor’s Office proposes to replace goal 3. “New Orleans is a model of green, sustainable historic preservation” with “New Orleans is a model of resilient historic preservation”, and delete strategy 3.A. Develop a “Sustainable Preservation” plan and pilot project to replace it with strategy 3.A Develop a “Resilience Strategies for Historic Commercial Corridors” pattern book. Despite the fact that HDLC indicated that they were not able to accomplish the recommended actions under Strategy 3.A, the City Planning staff does not

think that it is appropriate to delete this strategy altogether since the proposed replacement would only involve commercial properties. Recommended strategies in the Master Plan are meant to guide appropriate agencies towards general goals. These goals should remain even if one specific agency does not have the means to accomplish them. Another amendment to existing Strategy 3.A was proposed by another applicant (Text amendment 06-09). This amendment proposes to add new and valuable stakeholders to participate in the recommended actions. Therefore, the City Planning Commission staff recommends to maintain the existing language of Goal 3, to keep and improve existing Strategy 3.A, and to add a second strategy, Strategy 3.B Develop a “Resilience Strategies for Historic Commercial Corridors” pattern book, as proposed by the Mayor’s Office.

Proposed Text amendment 06-08 is a request to provide recognition and means of protection for historic structures that are not under the City’s jurisdiction. A similar amendment was proposed by Louisiana Landmarks Society. Staff recommends to create a new action item under Strategy 1.A of Chapter 6. This new action item will also address proposed text amendment 06-06.

Proposed Text amendment 06-09 suggests establishing guidelines to address energy efficiency, on-site water management, elevation and related issues in historic settings. To do so, it proposes to enhance existing goal 3.A Develop a “sustainable Preservation” plan and pilot project so as to add more stakeholders to form a committee responsible for creating a framework for this sustainable preservation program. Staff recommends approval of the proposed changes.

Summary

The following table contains a summary of each request and how the staff responded to each. For requests that the staff recommends approval or modified approval, proposed text is included in the next section.

<i>Request</i>	<i>Subject</i>	<i>Staff Recommendation</i>
Text 06-01	Protect historic cultural site and music venues	Modified Approval
Text 06-02	Adding listing of preservation organization	Approval
Text 06-03	Preservation initiatives, resilience	Modified Approval
Text 06-04	Add affordable housing to preservation considerations	Approval
Text 06-05	Add information about protection of cultural resources	Modified Approval

Text 06-06	Revise conditions, goals and strategies in the Historic Preservation Chapter	Modified Approval
Text 06-07	Update all references to NCDC to NCDAC	Approval
Text 06-08	Protection of historic structures not under City jurisdiction, such as State bridges and Federal locks	Approval
Text 06-09	Sustainable preservation plan and pilot project	Approval

III. SUMMARY

The requests were mostly prompted by the administration and community's desire for a more resilient and equitable approach to historic preservation. The proposed historic preservation goals have evolved from post-Katrina recovery priorities to cultural resources management, equity, water management, flood risk reduction, and affordable housing.

IV. PRELIMINARY STAFF RECOMMENDATION¹

The staff recommends **APPROVAL** of text amendment requests 06-02, 06-04, 06-07, and 06-08 and **MODIFIED APPROVAL** of text amendment requests 06-01, 06-03, 06-05, 06-06 and 06-09 to rescind and replace the Master Plan **Chapter 6- Historic Preservation** with the revised **Chapter 6- Historic Preservation and Cultural Resources Management**, as proposed.

V. TEXT AMENDMENT RECOMMENDATION

New language is indicated by underlined, bold text and deletions in ~~strikethrough~~.

VOLUME 2 chapter 6

¹ Subject to modification by the City Planning Commission
PLAN FOR THE 21ST CENTURY: NEW

CULTURAL RESOURCE MANAGEMENT
AND HISTORIC PRESERVATION

GOAL	POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1 <i>Historic preservation initiatives are supported by a broad range of constituents who share a common vision.</i>	1.A. Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests.	6.8 - 6.9
	1.B. Ensure that historic preservation values and interests are coordinated with economic development groups, <u>affordable housing developers and advocates</u> and ethnic and cultural groups.	6.10
	1.C. Enhance the Guidelines for New Construction to emphasize the role contemporary design can play in Historic Districts.	6.11
	<u>1.D. Protect important cultural sites, activities, and traditions.</u>	
2 <i>Historic preservation initiatives support and invigorate neighborhood revitalization.</i>	2.A. Support and develop cultural heritage destinations in less-traveled areas of the city.	6.11 - 6.12
	2.B. Support and promote preservation-based economic development in historic areas.	6.13
	2.C. Foster partnerships among historic preservation advocates and community organizations, small business groups, and other revitalization groups.	6.14
3 <i>New Orleans is a model of “green,” sustainable <u>and resilient</u> historic preservation.</i>	3.A. Develop a “Sustainable Preservation” plan and pilot project <u>to minimize perceived conflicts between stormwater management/flood mitigation and historic preservation.</u>	6.16
	3.B Develop a “Resilience Strategies for Historic Commercial Corridors” pattern book.	
4 <i>Acquiring and renovating an historic structure is feasible and affordable for a broad range of property owners and investors.</i>	4.A. Provide accessible, user-friendly information and resources on preservation of historic structures.	6.17
	4.B. Provide rehabilitation assistance for low-income owners of historic properties.	6.18
	4.C. Support workforce development initiatives in traditional crafts that support preservation such as traditional construction and artisan trades.	6.18
5 <i>Historic preservation information and administration is enhanced.</i>	5.A. Expand communications and information sharing with agencies and the public.	6.18



fact sheet

HISTORIC PRESERVATION

Historic Districts

- An historic district is a defined, geographical area designated for its cultural, social, economic, political and/or architectural significance.
- In New Orleans there are 26 historic districts and over 140 sites on the National Register, and 14 that are locally-designated). Their boundaries often overlap. The Vieux Carré has been designated as a National Historic Landmark. In addition, several especially noteworthy buildings within the District have been individually designated as National Historic Landmarks. The 1921 Louisiana Constitution was amended in 1936 (Article XIV, Section 22A) to specifically address the preserv
- The 1921 Louisiana Constitution was amended (Article XIV, Section 22A) authorizing what was then known as the Commission Council of the City of New Orleans to create the Vieux Carré Commission. This commission was charged with preserving buildings within the Vieux Carré deemed to have architectural and historical value “for the benefit of the people of the City of New Orleans and the State of Louisiana”. The amendment declared that this preservation was a “public purpose” so that the “quaint and distinctive character of the Vieux Carré...may not be injuriously affected, and in order that the value to the community of those buildings...may not be impaired, and in order that a reasonable degree of control may be exercised over the architecture of private and semi-public buildings erected on or abutting the public streets of said Vieux Carré section...” The amendment went on to require that plans for new buildings and “alterations or additions to any existing building, any portion of which is to front on any public street in the Vieux Carré” be reviewed and approved by this commission.
- Locally-designated districts are designated by the New Orleans City Council and administered by two local historic district commissions: The New Orleans Historic District Landmarks Commission (NO HDLC) and the Central Business District Historic District Landmarks Commission (CBD HDLC); the French Quarter was designated by the state and is administered by the Vieux Carré Commission
 - Local Historic Districts include Algiers Point, Bywater, Canal Street, Esplanade Ridge, Faubourg Marigny, Lafayette Square, Lower Garden District, Picayune Place, St. Charles Avenue, Tremé, Vieux Carré (state-designated historic district), and the Warehouse District.
- There are over 400 designated or nominated local landmarks.

Historic Sites

- An historic site is a building, structure, site, or object that is recognized for its cultural, social, economic, political, archaeological, and/or architectural significance. Generally they are at least 50 years old. Districts can be historic sites as well.
- There are approximately 37,000 contributing buildings within New Orleans' National Register Districts.
- The National Register of Historic Places currently lists 143 historic sites in Orleans Parish, including houses, neighborhoods, churches, cemeteries, public plazas, statues, monuments, the campuses of Xavier, Tulane, and Dillard University, the St. Charles streetcar line, and one steamboat.



fact sheet

Tout Ensemble

- The Code of the City of New Orleans, Section 166-151 defines the concept as follows:

Tout ensemble means the historic character and ambience, characterized by quaint, historic or distinctive architectural styles; landscaped patios, courtyards, public alleys and squares; interesting and diverse retail shopping stores and shops; pleasing and proportionally scaled streetscapes; buildings attractive to and compatible with pedestrian activity; use and presence of indigenous building materials and flora; and diverse peoples, cultural attractions and facilities.
- According to the Design Guidelines for the Vieux Carré Historic District, "In its regulation of the Vieux Carré, the VCC's jurisdiction is limited to proposed exterior changes to a property including the rooftop, interior of a courtyard, alleyway and/or carriageway. However, to preserve the tout ensemble, the Commission has the responsibility to comment on, or raise concerns regarding, any issue not specifically under its regulatory authority that has the potential to jeopardize the built environment. Examples include comment on sidewalk materials, cellular telephone tower placement or the potential effects of vibrations of tour buses or trucks."

Cultural Resources

Cultural Resources are defined as the physical things and places such as historic, archaeological, architectural, and historical interests as well as historic musical and artistic traditions and other social institutions and community cultural amenities.

These traditions and amenities include musical traditions, street performers, craft-makers, traditional culture bearers, 2nd-line vendors, Mardi Gras Indians, and the venues and small-business owners that support them.

WHAT DOES IT MEAN TO BE ON THE NATIONAL REGISTER?

- Federal projects must mitigate impacts on National Register properties.
- It is an honor.
- Eligibility for federal tax credits for a portion of qualifying renovations for all uses except private residences.
- There is no impact on property rights. Owners may alter or even demolish the property when private dollars are being used, subject to municipal laws and regulations.
- Owners must agree to nomination for National Register status.
- Eligibility for state tax credits for a portion of qualifying renovations for income-producing properties and for owner-occupied properties.

WHAT DOES IT MEAN TO BE IN A LOCAL HISTORIC DISTRICT?

- Local historic district designation does not affect the usage or zoning of any property.
- Work to the exterior visible from the public way is regulated for properties in local districts. All exterior work to local landmarks is regulated.
- Owners must file a request for permission to perform new construction, routine maintenance work, or demolition that affects the exterior of the property.
- Owners within an Historic District can be cited for "demolition by neglect" if a property owner fails to maintain a building and allows deterioration to occur. This may result in legal action and/or a fine if the owner fails to correct the violation.
- The Commissions do not have the authority to force a property owner to restore or renovate his property.
- There are no tax benefits of local district designation, but historic districts have been proven to have a positive and stabilizing effect on property values.
- The HDLC and VCC offer technical assistance and advice to property owners on making changes to their property. HDLC and VCC also provide free reference materials on the HDLC and VCC rules and regulations and guidelines for new construction.

FINDINGS

- New Orleans' rich heritage is well known throughout the nation and the world and is a tremendous asset in the city's global economic competitiveness.
- New Orleans' physical historic fabric encompasses a wide variety of structures and landmarks, including housing, commercial buildings, industrial buildings, cemeteries, cultural landmarks, steamships and streetcars.
- New Orleans' cultural heritage, in addition to the built environment includes unique varieties of music, cuisine, festivals, and visual and performing arts.
- Historic New Orleans neighborhoods are characterized by mixed-use, pedestrian-friendly environments that continue to appeal to residents of all walks of life and enhance the city's livability and global attractiveness as a place to live.

CHALLENGES

- Linking preservation of historic buildings and neighborhoods to cultural preservation in order to broaden the constituency for historic preservation.
- Raising awareness about the role historic preservation plays in the global identity and economic competitiveness of New Orleans.
- Making historic preservation and conservation more affordable for all residents.
- Enhancing partnerships to coordinate preservation with neighborhood revitalization, economic development, and sustainability.
- Addressing the vacancy and blight that threaten much of New Orleans' historic architecture.
- Overcoming the perception that preservation is overly restrictive, impractical, bureaucratic.
- Increasing the capacity of local preservation agencies and groups.
- Ensuring the availability of skilled artisans and contractors, and appropriate building materials necessary to achieve high-quality rehabilitation of historic structures.
- Ensuring that all property owners in historic districts understand the benefits and obligations of being located within an historic district.
- **Recognizing that a balance must be struck between the needs of the residents of historic districts with those of a thriving tourist industry without damaging the delicate historic infrastructure.**



Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

AIA	American Institute of Architects	NCDAC	Neighborhood Conservation District Commission Advisory Committee
CAO	Chief Administrative Officer	NORA	New Orleans Redevelopment Authority
CBD	Central business district	OFICD	Office of Facilities, Infrastructure, and Community Development
CPC	City Planning Commission	PRC	Preservation Resource Center United States Green
CZO	Comprehensive Zoning Ordinance	USGBC	Building Council
FEMA	Federal Emergency Management Agency	VCC	Vieux Carré Commission
HDL	Historic District Landmarks Commission		

EQUITY

New Orleans is one of America's first multi-cultural cities, richly influenced from the presence of native and global traditions and peoples. As New Orleans passes its 300 year milestone, the principle of Equity lives through the inclusive recognition of these contributions to our lives and the opportunity to identify and elevate the history of our citizens who made this city the amazing place that the world flocks to see. Our approaches to preservation, conservation and restoration must incorporate the buildings, art, music, dance, and oral traditions that reflect all of our citizens' contributions.

RESILIENCE

New Orleans enjoys an unusual condition where it is emblematic of a rich architectural history as well as a geographic location that has historically subjected it to the shocks and impacts that confirm the community's devotion to this place. There are many lessons in resilience to be learned from the buildings that have survived the tests of historic storms and floods, including the means and methods of construction and the wise placement of many of our oldest structures along the city's natural levee at the Mississippi River. In addition to learning resilience from New Orleans's history, part of resiliency's mission in this place will be to "prepare our past for its future."

New Orleans' resilience strategy should include the retrofitting, restoration, and protection of historic sites and districts in recognition of their importance as economic drivers behind the tourism economy and as cultural touchstones that enhance social resilience.

A Introduction

In 2018, New Orleans will celebrate 300 years as a unique and vibrant urban place. Few American cities match New Orleans' extensive and living historic character. As of July 2016, New Orleans had over 140 landmarks and 26 districts listed on the National Register of Historic Places. Recognition by the US Department of the Interior for listing on the National Register is an honor, but it does not have any effect on a property owner's right to modify or even demolish a listed property. There are approximately 37,000 buildings in the National Register Districts. The French Quarter is a National Historic Landmark as well as a state-designated historic district under the jurisdiction of the Vieux Carré Commission, while the Historic District Landmarks Commission has jurisdiction over 14 locally-designated historic districts. As of 2016, there are 288 designated or nominated local historic landmarks. Buildings in the Vieux Carré and local historic districts, as well as local historic landmarks, are subject to design review

of proposals for exterior alterations. A larger area, comprising land south of I-610 on the East Bank, the historic districts on the West Bank, and all present and future National Register historic districts, has been designated as the Neighborhood Conservation District. Proposals to demolish buildings in the Conservation District must be reviewed for historic significance and other characteristics.

The Master Plan focuses on expanding the meaning, constituency, and overall benefit of historic preservation:

- Embrace preservation of cultural heritage within the mission of historic preservation.
- Provide opportunities to make preservation affordable to property owners in all neighborhoods with buildings of historic or “conserving” value.
- Strengthen partnerships to coordinate historic preservation initiatives with neighborhood revitalization, economic development, and sustainability.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume III, Chapter 6.

Summary

FIRST FIVE YEARS: 2010–2014

MEDIUM TERM: 2015–2019

LONG TERM: 2020–2030

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				FOR MORE INFORMATION SEE
		HOW	WHO	WHEN	RESOURCES	
1. Historic preservation initiatives are supported by a broad range of constituents who share a common vision.	1.A. Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests.	1. Convene a Preservation Plan Committee.	HDLC, VCC	First five years	Staff time	6.8–6.9
		2. Consultant assistance and committee of stakeholders including non-preservation groups from traditional neighborhoods.	HDLC, VCC, Committee and partners	First five years	Grants	6.10
		<u>3. Provide recognition and means of protection for all publicly owned or utility owned historic properties, sites and structures that contribute to the tout-ensemble of the City though are not under city jurisdiction.</u>	<u>HDLC, VCC</u>			
		<u>4. Historic properties and assets that are publicly owned shall be properly maintained so as to ensure protection of the historic resources</u>				
	1.B. Ensure that historic preservation values and interests are coordinated with economic development groups, <u>affordable housing developers</u> , and ethnic and cultural groups.	1. Ensure cross-representation of interests in initiatives, redevelopment efforts, in advisory committees and planning events.	HDLC; VCC; <u>HANO: Housing NOLA</u> ; public-private economic development partnership; others	First five years	Staff time	6.10
	1.C. Enhance Guidelines for New Construction so that they emphasize the role contemporary design can play in historic districts.	1. Work with the local American Institute of Architects chapter to convene a committee of architects and preservationists to enhance the guidelines for contemporary design in historic areas.	HDLC; VCC; AIA-New Orleans; PRC; National Trust	Medium term	Staff time; volunteers	6.11
		<u>2. Educate New Orleanians about the nature of Architecture as a continuum</u>	<u>HDLC; VCC; AIA-New Orleans; PRC; National Trust</u>	<u>Medium term</u>	<u>Staff time; volunteers</u>	<u>6.11</u>

	<u>1.D. Protect important cultural sites, activities, and traditions.</u>	<u>1. A comprehensive survey of existing musically, historically, and spiritually important cultural sites should be completed, and site should become eligible for protection.</u>	<u>Cultural community; Universities; CPC</u>	<u>First five years</u>	<u>Staff time; volunteer; grants; non-profits</u>	
		<u>2. Allow historic music venues to be reestablished at sites where such former use is identified</u>	<u>CPC</u>	<u>First five years</u>	<u>Staff time</u>	
		<u>3. A grant program for sound proofing businesses, similar to a facade grant program, should be developed and implemented, with an emphasis on music venues and barrooms.</u>	<u>Office of Cultural Economy; NOLA Business Alliance;</u>	<u>First five years</u>	<u>Staff time; grants</u>	
		<u>4. Encourage businesses and facilities that promote New Orleans culture through music, entertainment, dance, art, oral traditions.</u>	<u>Office of Cultural Economy; NOLA Business Alliance; CPC</u>	<u>First five years</u>	<u>Staff time</u>	
2 Historic preservation initiatives support and invigorate neighborhood revitalization.	2.A. Support and develop cultural heritage destinations in less-traveled areas and expand visitor access.	1. Convene a Heritage Tourism Task Force, potentially as part of the economic development PPP's group on tourism.	Tourism organizations; HDLC	First five years	Staff time	6.11 -6.12
		2. Develop resource materials on heritage tourism for visitors.	Tourism organizations	First five years	Tourism marketing funds; grants	6.13
		3. Capitalize on the Tricentennial to market heritage tourism.	Tourism organizations	Short Term	Tourism marketing funds	6.13
	2.B Support and promote preservation-based economic development in historic areas.	1. Facilitate city or corporate support for Main Streets and Cultural Districts.	OFICD, VCC	Medium term	Housing Office Funds; foundations	6.13

FIRST FIVE YEARS: 2010–2014
MEDIUM TERM: 2015–2019
LONG TERM: 2020–2030

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				FOR MORE INFORMATION, SEE PAGE:
		HOW	WHO	WHEN	RESOURCES	

2.Historicpreservation initiatives support and invigorate neighborhood revitalization.	2.B Support and promote preservation-based economic development in historic areas.	2. Offer incentives for projects that also support locally-based economic development.	HDLC,VCC, Economic Development	Medium term	Staff time	6.14
	2.C. Foster relationships with neighborhood-based housing and community development initiatives to stimulate preservation as part of overall neighborhood revitalization.	1. Empower neighborhoods to identify and prioritize code enforcement activities.	Code Enforcement, IT	First five years	Staff times; volunteers	6.14
		2. Provide funds from federal programs to rehab historic homes.	OFICD	First five years	Housing Office Funds; HOME	6.15
		3. Consider design guidelines for areas not regulated by the HDLC.	CPC; HDLC	First five years	Staff time	6.15
		4. Encourage adaptive reuse of existing historic structures through zoning, and city choices.	CPC; HDLC; CAO; Mayor and Council	Medium term	CZO rewrite; staff time	6.15
		5. Conduct cost-benefit analysis of adaptive reuse alternatives to new construction when siting city-owned facilities	Capital Projects	Medium term	Staff time; volunteers;	6.15
		<u>6. Consider impacts of historic preservation guidelines and requirements on developers' and public agencies' ability to provide income restricted affordable housing opportunities, and provide opportunities for waivers if it is determined that preservation requirements prohibit income-restricted affordable development.</u>	<u>Housing Organizations; HDLC</u>	<u>First five years</u>	<u>Staff time;</u>	
3.New Orleans is a model of "green", sustainable <u>and resilient</u> historic preservation	3.A Develop a "Resilient Renovation" pilot project <u>to minimize perceived conflicts between stormwater management/flood mitigation and historic preservation..</u>	1.Form a committee to create a framework for a sustainable preservation program and funding request <u>and to advise as to appropriate use of green infrastructure for flood mitigation in historic area..</u>	HDLC, VCC; USGBC; AIA; <u>SHPO; NCPTT; FEMA; NPS; non-profits;</u> other appropriate groups	First five years	Staff time; volunteer; grants	

		1. Support and promote deconstruction as an alternative to demolition.	NCDC; <u>NCDAC</u> ; HDLC	First five years	Staff time	6.17
	<u>3.B. Develop a "Resilience Strategies for Historic Commercial Corridors" pattern book.</u>	<u>1. Form a committee to develop appropriate solutions, research solutions used in other cities, and publish an illustrated pattern book.</u>	<u>HDLC; VCC; AIA; other appropriate groups</u>	<u>First five years</u>	<u>Staff time; volunteers; grants</u>	<u>6.16</u>
4. Acquiring and renovating an historic structure is feasible and affordable.	4.A. Provide accessible, user-friendly information and resources.	1. Create a one stop shop for historic rehab resources.	PRC	Medium term	Grants	6.17
		2. Ensure that building materials are accessible and affordable.	PRC; building materials retailers	Medium term	Staff time	6.17
	4.B. Support workforce development initiatives in traditional crafts.	1. Work with Delgado Community College and other providers.	HDLC, VCC	Medium term	Staff time; volunteers	6.18
	4.C. Provide rehabilitation assistance for low-income owners of historic proper- ties	1. Provide rehabilitation assistance for low-income owners in historic districts.	PRC; Non Profits	Ongoing	Grants, fund raising; volunteers	6.18

FIRST FIVE YEARS: 2010–2014 MEDIUM TERM: 2015–2019 LONG TERM: 2020–2030

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				FOR MORE INFORMATION, SEE PAGE:
		HOW	WHO	WHEN	RESOURCES	
5. Historic preservation information and administration is enhanced.	5.A. Expand communications and information sharing with agencies and the public	1. Develop new and more visible public notice methods to increase awareness of permitting requirements in historic districts.	HDLC	First five years	Staff time	6.18
		2. Provide as much information as possible on the HDLC and VCC website.	HDLC, VCC	First five years	Staff time	6.18
		<u>3. Place improved and expanded interpretive signage at landmarks, historic structures, monuments, parks, and other historic points of interest.</u>	<u>HDLC; VCC; Non-Profits</u>	<u>First five years</u>	<u>Staff time, donations</u>	

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure and will help lay the groundwork for the longer-term actions that follow.

- Create a Sustainable Preservation Committee with national and local preservation and sustainable building partners to create the framework for grant applications for a sustainable preservation plan and pilot project.

- Create the Preservation Plan Committee to create the framework for grant applications for the community-based preservation plan.
- Identify a vehicle for regular communication with property owners in local historic districts.
- Create a 2018 Tricentennial Committee to begin planning for the Tricentennial year.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the “Summary” chart.

GOAL 1

Historic preservation initiatives are supported by a broad range of constituents who share a common vision.

STRATEGIES

1.A Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests.

Many U.S. cities with extensive historic resources like Los Angeles, Chicago and Philadelphia have recognized the need for a new approach to historic preservation for the 21st century. They have created community-based historic preservation plans to guide policies and practices, and to foster partnerships with housing and neighborhood revitalization organizations that can help to achieve preservation goals in the course of their work.

A community-based, 21st century preservation plan for New Orleans should involve not only historic preservation professionals and advocates, but also housing, small business, and neighborhood revitalization interests; developers and community development corporations; lending institutions; and the city agencies whose actions involve historic buildings. It should be guided by a broadly diverse Advisory Committee that includes civic, business, and government leaders from all over the city, including preservation skeptics as well as enthusiasts. The plan should focus on how preservation of the city’s historic fabric can contribute to the goals that preservation interests share with advocates of economic development, neighborhood revitalization, affordable housing, and sustainability.

The preservation plan should include a vision, goals, strategies and an action and funding agenda for:

- Broadening audiences and support through enhanced interpretation of the links between people and the history of buildings, not just architectural styles.
- Enabling wider participation by persons of limited means and income.
- Achieving more effective incentives to encourage private investment in historic buildings, including property tax relief, granting bonuses to developers of historic commercial buildings in the CBD, and including financial vehicles for closing the gap between the cost of substantial renovation versus market values.
- Developing new appealing heritage tourism experiences that pull visitors into historic areas of the city beyond the French Quarter.
- Expanding job opportunities in the building crafts related to historic preservation.
- Incorporating preservation into neighborhood and commercial corridor revitalization.
- Adapting cost-conscious rehabilitation materials and practices for application in historic districts.
- Continue to engage the African American and Vietnamese communities in dialogue about historic sites and areas, that are linked to their history.

Expanding the FEMA survey to all historic neighborhoods with a complete and thorough parcel-by-parcel survey of New Orleans’ historic buildings is a worthy goal over the long term. This plan should take a strategic

PRESERVATION AND REVITALIZATION IN BALTIMORE, MD

Baltimore's innovations in historic preservation go back to the 1970s with its "dollar houses." As part of a larger neighborhood revitalization strategy, in target neighborhoods dilapidated vernacular row houses were acquired by the city for failure to pay taxes, and sold to new owners for \$1 if they rehabbed and occupied them within three years. Hundreds did. Today, the federal funding sources that helped such programs do not exist, but Baltimore's commitment to preservation and neighborhood revitalization continues. Recently, the city enacted a Historic Restoration and Rehabilitation Tax Credit for all qualifying property in designated historic districts. With more than 30 locally designated historic districts, and scores of historic neighborhoods, approximately 54,000 structures qualify for the city's tax credit program. The credit is granted on the increased assessment directly resulting from the qualifying improvements. The city calculates that it is worth an average of \$40,000 on commercial properties, \$11,000 on owner-occupied houses, and \$28,000 on residential

investment properties. Such innovations go a long way in making the rehabilitation of historic buildings an attractive option, particularly if they are marketed and promoted actively as Baltimore is doing.

Baltimore's clear and easy to follow procedures and design guidelines, coupled with a streamlined design review process have been important factors in expanding public and neighborhood support for historic preservation. How well is it working? As part of a conscious strategy for neighborhood reinvestment, Baltimore's bargain-priced historic housing stock is now being marketed successfully to potential homebuyers who work in high-priced Washington DC, 45 minutes away.

www.livebaltimore.com

planning approach in light of pressing needs aimed at stemming the loss of historic fabric through disinvestment—tackling the issue in a wholesale manner rather than exclusively building by building.¹

The plan should develop preservation tools for areas not regulated by the HDLC. The plan should identify periods of significance for more recent areas and establish a timeline for their evaluation as possible HDLC districts. A more strategic approach to design review may be more appropriate in Holy Cross and areas with similar economic and market profiles. Similarly, a more flexible approach to preservation standards might be appropriate in areas of with historic buildings where there has been significant loss of integrity or character either through abandonment or demolition ..

A preservation plan will take 9–12 months and require assistance from consultants with expertise in historic preservation, planning and urban design, skilled at facilitating cross-disciplinary dialogue and collaboration, and mindful of neighborhood and commercial area revitalization strategies.

RECOMMENDED ACTIONS

1. *Convene a Preservation Plan Committee comprised of leaders from preservation, development, business, housing, neighborhood associations, historic districts and city planning and reflecting racial diversity.*

Who: HDLC, VCC

When: First five years

Resources: Staff time

Working with the HDLC and VCC, the initial function of this committee would be to identify the goals of the plan, a statement of purpose, a framework for development and a time line, in order to apply for grant funding for the plan.

2. *Develop the plan with the advice of the committee and a public participation process.*

Who: HDLC; VCC; Committee and partners

When: First five years

Resources: Grants

3. Provide recognition and means of protection for all publicly owned or utility owned historic properties, sites and structures that contribute to the tout-ensemble of the City though are not under city jurisdiction.

Who: HDLC; VCC

When:

Resources:

Said properties or structures to include but not limited to historic buildings, bridges, cemeteries, memorials, locks and pumping stations; inventory all such properties and structures, and identify National Register eligible properties or structures.

4. Historic properties and assets that are publicly owned shall be properly maintained so as to ensure protection of the historic resources.

Who:

When:

Resources:

Historic properties and assets that are publicly owned shall be properly maintained so as to ensure protection of the historic resources, including retention of historic fabric and design, and shall be managed so as to enhance public access to and appreciation of these assets. The city shall protect historic resources and identifying adaptive uses and potential funding sources for restoration, use protective techniques and preservation best practices and seek compliance by all public agencies with proper and compatible design and renovation guidelines.

1.B Ensure that historic preservation values and interests are coordinated with economic development groups, affordable housing developers and advocates, and ethnic and cultural groups.

Some economic development interests view historic preservation efforts as overly restrictive, bureaucratic obstacles that contribute to economic stagnation.

However, the sections of this plan that discuss economic development

(see Volume 2, chapter 9 and Volume 3,

chapter 9) emphasizes

the importance of

quality of life and unique character to New Orleans' economic success in the 21st century. Young workers and knowledge workers tend to prefer living and working in authentic, culturally vibrant, and walkable environments such as New Orleans' historic neighborhoods. Protecting and restoring the character-giving elements of New Orleans' historic assets will be critical in giving the city a global competitive economic edge. To this end, fostering partnerships between economic development and historic preservation initiatives will be an important step in ensuring the city's future success.



Citywide preservation initiatives have succeeded in restoring, one building at a time, irreplaceable historic structures such as this one. The historic character of New Orleans' neighborhoods, however, comes from more than just individual buildings. The tout ensemble of overall setting gives each neighborhood its distinct flavor and this intangible quality will require a comprehensive, strategic approach to preservation planning to assure its survival for future generations of New Orleanians.

(See page 6.7 re: tout ensemble)

RECOMMENDED ACTIONS

1. Ensure cross-representation of historic preservation, cultural development and economic development interests in initiatives that promote either of these interests to leverage historic assets as part of the city's competitiveness as a place to live, visit, invest, and do business.

Who: HDLC; VCC; HANO; Housing NOLA; NOLABA; others

When: First five years

Resources: Staff time

The proposed economic development public-private initiative (see [Volume 2, Chapter 9](#) and [Volume 3, Chapter 9](#)) should continue to work with historic preservation interests in developing tourism, business attraction, workforce attraction, downtown development, and other economic development initiatives. Similarly, redevelopment efforts led housing agencies should coordinate with the HDLC and other preservation interests. Historic preservation advocates can be commissioned to develop marketing materials to “sell” the city as a place to live and work. In addition, New Orleans' historic elements should continue to be marketed to the film and media industries.

Images of New Orleans in media such as TV and film will in turn serve to further advertise the city's unique historic character. New Orleans' ethnic and cultural heritage is as much a part of its uniqueness and identity today as its physical and architectural heritage. Both physical and cultural preservation initiatives can support and bolster one another. In addition, neighborhood-based arts and entertainment venues provide opportunities for creating heritage tourism destinations, generating jobs and enhancing quality of life. The 19 Cultural Districts—areas established by the State which provide tax credits for economic development in historic cultural areas (see [Volume 3, Chapter 5](#)) in New Orleans have established this link. See below for further discussion of [heritage tourism development](#), and [Volume 2, Chapter 9](#) and [Volume 3, Chapter 9](#) for additional discussion of cultural economies.

These new, energy- efficient homes represent the latest technologies and strategies for resilient and energy-efficient building while reflecting their historic contexts in character and scale



1.C Enhance the Guidelines for New Construction so that they emphasize the role contemporary design can play in historic districts. .

RECOMMENDED ACTIONS

1. Work with the local American Institute of Architects chapter to convene a committee of architects and preservationists to enhance the guidelines for contemporary design in historic areas.

Who: HDLC; VCC; AIA-New Orleans; PRC; National Trust

When: Medium term

Resources: Staff time; volunteers

2. Educate new Orleanians about the nature of architecture as a continuum.

Who: HDLC; AIA-New Orleans; PRC; National Trust

When: Medium term

Resources: Staff time; volunteers

1.D Protect important cultural sites, activities, and traditions.

Many of New Orleans most important cultural sites still extant are in danger of being lost. These may take the form of crumbling buildings, such as the Karanofsky Tailor shop, the loss of neighborhood music venues, or the displacement of musicians and culture bearers themselves. If New Orleans does not take action quickly, much of this damage and loss may become irreversible.

Because of the prominent role culture plays in the identity of the City and its citizens, New Orleans has a unique opportunity to create a groundbreaking cultural preservation program, focused on not only protecting historic sites, but also providing space for living culture to grow and develop. The following initiatives will begin this process.

RECOMMENDED ACTIONS

1. A comprehensive survey of existing musically, historically, and spiritually important cultural sites should be completed, and site should become eligible for protection.

Who: Cultural community; universities; CPC

When: First five years

Resources: Staff time; volunteers; grants, non-profits

Protection of existing cultural sites has been haphazard at best, and many continue to be lost, most recently Club Desire in the Upper 9th Ward. A community led survey must be undertaken to examine which sites remain, as well as their current status and threat level. Once sites are identified, the appropriate steps for preservation can be undertaken.

2. Allow historic music venues to be reestablished at sites where such former use is identified.

Who: CPC

When: First five years

Resources: Staff time

The vast majority of New Orleans' neighborhood music venues and performance spaces are non-conforming uses and in constant danger of permanently losing their ability to have live entertainment. If one of these bars or venues was to close for more than 6 months, they would no longer be able to host live music, no matter how long they had done so previously. In order to preserve the location as an important cultural space, venues and barrooms that can prove a history of hosting live entertainment should be able to be reestablished as music venues.

3. A grant program for sound proofing businesses, similar to a façade grant program, should be developed and implemented, with an emphasis on music venues and barrooms.

Who: Office of Cultural Economy, NOLA Business Alliance, HDLC

When: First five years

Resources: Staff time

The most common complaint/point of opposition to live music venues is potential or actual excessive sound. This problem is especially acute in neighborhoods where the buildings are old and in close proximity. To mitigate this, the City should develop a grant program that would allow small, locally owned cultural businesses access to sound proofing. This could be carried out in a process similar to façade improvement grants, and within a few years, because of the finite number of cultural business, virtually all located in historic neighborhoods could be soundproofed.

4. The permitting process and fee structure for cultural businesses should be streamlined, and a user friendly guide to the process created.

Who: Office of Cultural Economy, NOLA Business Alliance, Safety and Permits

When: First five years

Resources: Staff time

Explore the fee structure for live entertainment venues, and create a user friendly guide. In addition, live entertainment venues that charge a cover should not have to pay a higher fee than those that offer ‘free’ entertainment, as that creates a disincentive to pay performers a fair wage, and devalues their work and product.

GOAL 2

Historic preservation initiatives support and invigorate neighborhood

CAPITALIZING ON NEIGHBORHOOD HERITAGE IN WASHINGTON, DC

In Washington DC, more than 10 million people visit the National Mall and its museums each year. Until Cultural Tourism DC—a non-profit coalition linking you to Washington’s heritage and arts—began, that was about the extent of the city that tourists typically experienced. How to draw some of them to linger longer, to venture beyond and discover the real city beyond the Federal core? Over the last decade, by working together as Cultural Tourism DC, some 120+ historical and cultural organizations large and small (from the National Symphony to the Frederick Douglass home in Anacostia) have created a common web calendar of tours, events, and

attractive programs for visitors and residents alike. A major project is a series of well-marked heritage trails on topics of wide appeal. The first was “Civil War to Civil Rights,” whose route is peppered with handsome poster-sized markers. For this trail and eight others, visitors can download the map, a companion guide, and a MP3 narrated audio commentary – all for free. Cultural Tourism DC strengthens the image and economy of Washington, DC neighborhood by neighborhood, by linking more than 200 DC cultural and neighborhood organizations with partners in tourism, hospitality, government, and business.

regeneration.

STRATEGIES

2.A Support and expand cultural heritage destinations in less-traveled areas of the city and expand visitor access to these sites.

Growing New Orleans' heritage tourism sector represents an opportunity for the city to capitalize on its wealth of historic and cultural assets to expand the city's tourism economy and spread its benefits to a broader cross-section of New Orleans. Heritage tourists seek authentic experiences "off the beaten

path," typically staying longer and spending more money than other visitor market segments (an average of \$623 a day verses \$430 in 2003). New Orleans contains a wealth of potential heritage tourism sites beyond current popular tourism destinations.

ARCHITECTURE TOURS IN CHICAGO

Chicago's wealth of historical architecture nearly equals that of New Orleans. Like New Orleans, architecture is spread throughout neighborhoods north, south and west of the Loop, neighborhoods that are in varying states of revitalization and public safety. How is a visitor to know where to go? Thanks to the non-profit Chicago Architecture Foundation (CAF), which operates the ArchiCenter near Loop hotels, a visitor can sign up for one or more of scores of guided tours – walking, bus, boat or bike – offered by CAF, whose well-trained volunteer tour guides number in the hundreds. Weekend festivals and specialized tours celebrate Frank Lloyd Wright, Louis Sullivan and other native architects and attract thousands. Before CAF developed the tours, trained the guides, and organized the visitor experience, Chicago's wealth of architecturally interesting historic neighborhoods saw few visitors. Today, the restaurants, galleries and shops of its Main Street corridors benefit from the added business of tourists.

assistance. These districts should be seen as potential heritage tourism destinations. *(See Volume 3, Chapter 5 for maps and other information on the city's Main Streets and Cultural Districts.)*

In other U.S. cities with successful heritage tourism initiatives, non-profit organizations—with funding support from the city, Convention and Visitors Bureau, foundations, and business—have taken the lead in organizing and creating visitor "products" from the raw materials of historic character, history, arts and cultural expressions. These appealing products can then be promoted. Chicago² and Philadelphia³ offer excellent heritage tourism products, beginning with their robust web sites, and offer outstanding visitor experiences. In both Chicago and Washington, D.C., local governments invest financially in supporting this work, benefiting from heightened economic activity and local pride as residents show off their neighborhoods.

RECOMMENDED ACTIONS

1. Convene a Heritage Tourism TaskForce.

Who: Tourism organizations;

HDLG; VCC

When: First five years

Resources: Staff time



New Orleans holds tremendous opportunity for cultural and heritage tourism development, which could create a lucrative new niche for the tourism industry while extending its economic benefits more broadly throughout the city.

3 www.gophila.org

The city's tourism marketing organizations or the proposed economic development public-private partnerships should convene a task force on heritage tourism to define and create new heritage tourism experiences such as guided tours, events and trails. The task force should also include Main Streets and Cultural District program managers, historic preservation leaders, historians, interpreters, guides, storytellers, and representatives of the tourism industry. Initially, the task force should focus on promoting and developing existing cultural tourism attractions and sites. In the long run, the Task Force should also work in partnership with Cultural Arts organizations to develop new cultural tourism attractions and sites.

Develop a quality approach to cultural tourism. According to the National Trust for Historic Preservation there are five principles for successful and sustainable heritage tourism:

- **Collaborate:**
 - **“Successful cultural heritage tourism programs bring together partners who may not have worked together in the past...Its success depends on the active participation of political leaders, operators of tourist sites, artists and craftspeople, hotel/motel operators and many other people and groups...Regional partnerships are also useful to cultural heritage tourism efforts. Cooperating in a regional arrangement lets you develop regional themes, pool resources, save money and expand your marketing potential.”**
- **Find the Fit:**
 - **“Balancing the needs of residents and visitors is important to ensure that cultural heritage tourism benefits everyone. It is important to understand the kind and amount of tourism that your community can handle...Programs that succeed have widespread local acceptance and meet recognized local needs...Base your cultural heritage tourism program on what is appropriate and sustainable for your area:**
 - **How will tourism revenues improve life in your area and affect services such as fire and police protection?**
 - **What is the maximum number of cars or buses your area can handle? On roads? Parking lots?**
 - **Can you accommodate group tours?**
 - **Can you accommodate visitors with disabilities or special needs?”**
- **Make Sites and Programs Come Alive:**
 - **“The human drama of history is what visitors want to discover...Interpreting sites is important, and so is making the message creative and exciting.”**
- **Focus on Quality and Authenticity:**
 - **“Quality is an essential ingredient for all cultural heritage tourism, and authenticity is critical whenever heritage or history is involved...The true story is the one worth telling. The story of the authentic contributions previous generations have made to the history and culture of where you live is the one that will interest visitors, because that is what distinguishes your area from every other place on earth. It’s authenticity that adds real value and appeal.”**
- **Preserve and Protect:**
 - **“A community’s cultural, historic and natural resources are valuable and often irreplaceable...(W)hen your historic and cultural assets are at the heart of your plans to develop tourism, it’s essential to protect them for the**

long term...The preservation and perpetuation of traditions is important to telling the story of the people who settled the land. By protecting the buildings, landscape or special places and qualities that attract visitors, you safeguard the future."

2. *Develop resource materials on heritage tourism.*

Who: Tourism organizations; VCC

When: First five years

Resources: Tourism marketing funds; grants

Early action items for the Heritage Tourism Task Force include developing tour guide materials to existing heritage tourism sites. Materials could include Web pages, itineraries, maps, audio tours, and training resources for guides. The Task Force should initially aim to create three to five heritage tourism experiences (tours, events, trails, *etc.*) that will encourage visitors to explore historic areas of the city and can be implemented during the next 24—36 months. Successful heritage tourism initiatives in Philadelphia (www.gophila.com) and Chicago (www.architecture.org) provide good examples of user-friendly resource and planning materials that the task force should emulate.

3. *Capitalize on the city's Tricentennial in 2018 to promote heritage tourism.*

Who: Tourism organizations

When: Long term

Resources: Tourism marketing funds

To celebrate the city's Tricentennial, the Convention Bureau and Visitor's Bureau, the Heritage Tourism Task Force, and a broad spectrum of representatives of the Cultural Arts should plan and market special events and exhibitions throughout the city as part of an extended Tricentennial celebration.

2.B Support and promote preservation-based economic development in historic areas.

As mentioned earlier, the city's six Main Streets programs and 19 Cultural Districts are initiatives that currently promote the dual causes of historic preservation and economic development at the neighborhood scale. The districts targeted by these programs enhance economic opportunities and quality of life for residents, and also provide the basis for expanding heritage tourism as described above. As state-designated programs, Main Streets and the Cultural Districts do not receive direct support from the City. A possible approach to enhance funding for these programs is to follow the example of the Boston Main Streets Program. In addition to CDBG funds from the city, each Main Street program in Boston has a "corporate buddy" that provides some funding and other assistance to the program. Corporations recognize that strong neighborhood commercial districts can benefit them.



Adopting a holistic approach to historic preservation means looking not just at historic structures in isolation, but also preserving the cultural traditions, community and social structures, and socioeconomic diversity that characterize beloved New Orleans neighborhoods.

REVIVING HISTORIC RETAIL DISTRICTS THROUGH BOSTON MAIN STREETS

A very relevant example is Boston Main Streets (<http://www.cityofboston.gov/mainstreets/>), which has achieved documented success in a preservation-based approach to stabilization and rebirth of some twenty neighborhoods over the last two decades.

Created by the National Trust to “stimulate economic development within the context of historic preservation,” the Main Street approach involves an integrated, comprehensive framework of actions and investments by the city, community organizations, property owners and residents towards achieving a community-based strategy. It stimulates significant involvement of

community volunteers in an innovative public–private initiative, generally orchestrated by a full-time Main Street manager. Boston was the first to apply the National Main Street Center’s integrated preservation-based approach to a major city. Others – Chicago, Washington DC, among them – have followed with equal success.

Boston’s mayor and council are strong supporters of this nationally-recognized innovative partnership approach. Boston devotes a significant portion of its CDBG funds to supporting staffed Main Street programs in twenty historic neighborhoods, and coordinating technical assistance, training, and support from the city’s Office of Business Development.

RECOMMENDED ACTIONS

1. *Facilitate city and/or corporate support for New Orleans Main Streets and Cultural Districts programs, including financial support for coordination, program management, façade loans and grants, technical assistance and marketing.*

Who: OFICD

When: Medium term

Resources: Housing Office Funds; foundations

2. *Offer incentives for preservation projects that also support locally-based economic development.*

Who: HDLC, VCC, Economic Development

When: Medium term

Resources: Staff time

2.C Foster relationships with neighborhood-based housing and community development initiatives to stimulate preservation as part of overall neighborhood revitalization.

Partnerships between historic preservation and neighborhood revitalization initiatives will support a more holistic approach to preservation that emphasizes all aspects of neighborhood character—not just individual buildings—and strengthen the viability of New Orleans’ beloved neighborhoods for both current and future residents. The PRC’s work in rehabilitating and reselling historic houses is an example of neighborhood-based preservation. HDLC can assist in furthering neighborhood revitalization through historic preservation by providing information and guidance on cost-effective restoration of historic properties. The city’s housing agencies can make federal funds for rehabilitation available to historic projects.

RECOMMENDED ACTIONS

1. *Empower neighborhoods to identify and prioritize code enforcement activities.*

Who: Code Enforcement, IT

When: First five years

Resources: Staff time; volunteers

IT would develop a web based mapping portal to assist neighborhoods with this work.

2. *Provide funds from federal programs to rehabilitate historic homes.*

Who: Office of Facilities, Infrastructure, and Community Development

When: First five years

Resources: Housing Office Funds; HOME

A portion of HOME funds for rehabilitation of housing for low- and moderate-income renters and homeowners could be earmarked for historic properties.

3. *Consider neighborhood-based design guidelines for areas not regulated by the HDLC.*

Who: CPC; HDLC

When: First five years

Resources: Staff time

Design guidelines, created with neighborhood volunteers, would provide limited regulation and provide guidance to the NCDC in its deliberations.

4. *Encourage adaptive reuse of existing historic structures that contribute to overall neighborhood character and quality of life.*

Who: CPC; HDLC; VCC; CAO; Mayor and City Council

When: Medium term

Resources: CZO rewrite; Staff time

Many historic structures are threatened because their original purpose has become outmoded or has outgrown its original home. Schools, churches, corner stores, theaters, warehouses, factories, and other historic structures are threatened by blight and disrepair because they no longer serve their original intended use. However, numerous examples of adaptive reuse preserve these buildings' architectural contribution to the fabric, scale and character of their surroundings while reinvigorating them with new life. Zoning should facilitate adaptive reuse.



5. *Conduct cost-benefit analysis of adaptive reuse alternatives to new construction when siting city-owned facilities.*

Who: HDLC; VCC; Capital Projects

When: Medium term

Resources: Staff time; volunteers; additional permanent staff

When evaluating space for new city facilities or services, reuse of historic structures should be investigated to determine financial feasibility. Studies have shown that in many cases, reuse costs about the same or less than new construction. Cost-benefit analysis should give consideration to the benefits (not always monetary) of maintaining the historic fabric of the city. Adaptive reuse also showcases the city's commitment to environmental sustainability ([See also Volume 2, Chapter 12](#)).

6. *Consider impacts of historic preservation guidelines and requirements on developers' and public agencies' ability to provide income restricted affordable housing opportunities, and provide opportunities for waivers if it is determined that preservation requirements prohibit income-restricted affordable development.*

Who: Housing Organizations; HDLC

When: First five years

Resources: Staff time

GOAL 3

New Orleans is a model of “green”, sustainable and resilient historic preservation.

STRATEGIES

3.A Develop a “Sustainable Preservation” plan and pilot project to minimize perceived conflicts between stormwater management/flood mitigation and historic preservation.

New Orleans’ resilience strategy should include the retrofitting, restoration, and protection of historic sites and districts. According to the U.S. Environmental Protection Agency, the construction industry produced 6 percent of total U.S. industrial greenhouse gas emissions in 2002 (the most recent year of analysis).⁴ Historic preservation is therefore an important component of carbon emissions reduction in the United States. Additionally, historic structures in New Orleans tend to be well-adapted to New Orleans’ ecology, making them inherently energy-efficient: Many are raised above the floodplain, and vernacular architectural features like the shotgun floor plan and elongated windows that characterize many historic New Orleans homes facilitate cross-breezes that decrease reliance on air conditioning.

Even so, historic structures and neighborhoods may be vulnerable to the more intense storms and higher average temperatures associated with climate change, necessitating appropriate retrofits.

The Preservation Resource Center has exemplified the potential “win-win” of working within the intersection between historic preservation and environmental sustainability in its “green” renovations of many historic homes.⁵



Because of New Orleans’ national visibility as a treasure house of historic architecture and as an environmentally vulnerable location, the city could become a national model for sustainable preservation. **In New Orleans, sustainable preservation should encompass on-site water management and green infrastructure because energy savings result from decreased reliance on pumped drainage and improved water management may protect historic fabric from excess moisture and related damage. To avoid perceived incompatibility between preservation standards and the city’s resilience goals,** The city’s historic preservation agencies and non-profits could join with the U.S. Green Building Council (USGBC), which has a New Orleans affiliate, the American Institute of Architects, Make It Right, Global Green, **Greater New Orleans Water Collaborative, the State Historic Preservation Office, National Trust for Historic Preservation, FEMA and the National Center for Preservation Training and Technology to establish guidelines for appropriate resilience retrofits in historic settings. These guidelines should address energy efficiency, on-site water management, elevation and related issues.** and other groups to seek funding for a signature initiative joining historic preservation and sustainable building.

RECOMMENDED ACTIONS:

1. *Form a committee to create a framework for a sustainable preservation program and funding request, and to advise as to appropriate use of green infrastructure for flood mitigation in historic areas.*

Who: HDLC, VCC; USGBC; AIA; SHPO; NCPTT; FEMA; NPS; non-profits; other appropriate groups

When: First five years

Resources: Staff time; volunteers; grants

The program should include a plan to develop integration of green features and resilience measures into historic district regulations and funding for a pilot project to implement the plan. The committee should include members of both the historic preservation and green building communities familiar with best practices and incentive programs, and should make recommendations within 12 months of forming. The program should minimize perceived conflicts between stormwater management/flood mitigation and historic preservation by identifying best practices that protect historic resources from flooding while applying the standards of the Louisiana State Historic Preservation Office for eligibility for tax and other incentives. An advisory committee comprised of representatives of preservation nonprofits, the State Historic Preservation Office, FEMA and the National Park Service's National Center for Preservation Training and Technology and identified local government entities shall be formed to advise as to appropriate use of green infrastructure for flood mitigation in historic settings and to provide guidance and disseminate information as to the appropriate elevation of historic structures and design considerations for such elevation, as well as available alternatives to elevation.

2. *Support and promote deconstruction as an alternative to demolition.*

Who: HDLC; NCDAC

When: First five years

Resources: Staff time

Retain and repurpose historic fabric such as lumber, millwork, granite, etc., which materials should be part of the city's comprehensive preservation plan, both because Deconstruction saves between 45 and 70 percent of the materials in a building for reuse as components of other structures.⁶ NCDAC decisions allowing demolition of historic structures should include a requirement that property owners partner with The Green Project or other deconstruction organizations and with volunteer-based organizations to identify and save salvageable elements.

For more information on pairing resource conservation and historic preservation, **see Volume 2, Chapter 13 – Environmental Quality.**

- 3.B** Develop a “Resilience Strategies for Historic Commercial Corridors” pattern book. The majority of the City’s commercial buildings have floor levels below the recently adopted Base Flood Elevation. These buildings with their direct access to the street define the character of the City’s commercial corridors. New buildings as well as those undergoing substantial improvement will need to meet these new requirements. As solutions that maintain the historic character of our commercial corridors while meeting the requirements of Americans with Disabilities Act as well as the elevated Base Flood Elevation are often not obvious; a pattern book that illustrates successful solutions to this now universal problem will ensure that the pedestrian friendly character of our commercial districts is maintained.

RECOMMENDED ACTIONS:

1. Form a committee to develop appropriate solutions, research solutions used in other cities, and publish an illustrated pattern book.

Who: HDLC; AIA; other appropriate groups

When: First five years

Resources: Staff time; volunteers; grants

4 U.S. Environmental Protection Agency (U.S.EPA). Quantifying Greenhouse Gas Emissions in Key Industrial Sectors. Sector Strategies Division, May 2008.

5 www.prcno.org

GOAL 4

Acquiring and renovating an historic structure is feasible and affordable for a broad range of property owners and investors.

STRATEGIES

4.A Provide accessible, user-friendly information and resources on preserving of historic structures.

The new illustrated design guidelines for historic preservation will be a significant help to property owners. *(See Volume 3, Chapter 6 for more information.)* In addition, historic renovation often requires specialized components or materials that, even when newly constructed, maintain the architectural integrity or style of an historic structure.

RECOMMENDED ACTIONS

1. Create a “one-stop shop” for historic rehabilitation resources.

Who: HDLC; PRC

When: Medium term

Resources: Grants; staff time

Property owners and others interested in preservation should have all preservation-related resources available in one location (ideally both a brick-and-mortar location as well as on the Web).

2. Ensure that building materials and components appropriate for historic renovation are accessible and affordable. Survey and codify elements of our historic architecture to be used in conjunction with Design Guidelines currently available. This should include recommended proportions and details of buildings and building elements.

Who: HDLC; VCC; PRC; building materials retailers

When: Medium term

Resources: Staff time

In addition to salvaged original materials, new materials and supplies that support historic renovation may not be readily available.



6 The Green Project: http://www.thegreenproject.org/what_we_do.php

4.B Support workforce development initiatives in traditional crafts that support preservation such as traditional construction and artisan trades.

The craftsmanship that created New Orleans' historic architecture is an art that needs to be consciously preserved. Through its education and workforce development initiatives and in partnership with local educational institutions, the city can promote crafts such as traditional construction techniques, iron and wood working, glass arts, and others that contribute to the historic fabric and character of the city. [See Volume 2, Chapter 9 – Sustaining and Expanding New Orleans' Economic Base](#) for further discussion of workforce development initiatives in the traditional arts.

RECOMMENDED ACTIONS

1. Work with Delgado Community College and other providers.
Who: HDLC; PRC, AIA, Homebuilders Association
When: Medium term
Resources: Staff time; volunteers

4.C Support workforce development initiatives in traditional crafts that support preservation such as traditional construction and artisan trades.

RECOMMENDED ACTIONS

1. Provide rehabilitation assistance for low-income owners of historic properties.
Who: PRC; Non Profits
When: Ongoing
Resources: Grants; fund raising; volunteers

GOAL 5

Historic preservation information and administration is enhanced.

5.A Expand communications and information sharing with agencies and the public

The wealth of historic resources in New Orleans, both in the highly regulated local historic districts and outside them, is a significant responsibility as well as a tremendous asset. A variety of activities can help the HDLC and other preservation agencies be more effective.

RECOMMENDED ACTIONS

1. Develop new and more visible public notice methods to increase awareness of permitting requirements within districts.
Who: HDLC
When: First five years
Resources: Staff time

A simple notice in a water bill or tax bill can direct property owners to the HDLC web site for more information.

2. *Continue to provide as much information as possible on the HDLC and VCC web site.*

Who: HDLC; VCC

When: First five years

Resources: Staff time

3. *Place improved and expanded interpretive signage at landmarks, historic structures, monuments, parks, and other historic points of interest.*

Who: HDLC, VCC, Non-Profits

When: First five years

Resources: Staff time, donations

Use the occasion of the tri-centennial celebration to place improved and expanded interpretive signage at landmarks, historic structures, monuments, parks, and other historic points of interest with the goal of fostering appreciation for the city's historic and cultural heritage. A commission, including representatives of academic institutions, preservationists, museums, the tourism industry and neighborhood associations, shall be formed for this purpose and charged with curating a series of historical markers and related materials, including websites, apps and brochures, seeking to broaden the narrative history of New Orleans in a factual, comprehensive and inclusive manner.